

# Chapter III.

# **URBAN VILLAGE DESIGNATION AND BOUNDARY**

## **1. Urban Village Designation**

The Eastlake Neighborhood Plan is required to confirm or modify the Seattle Comprehensive Plan’s designation of Eastlake as a “residential urban village.” The Eastlake Plan recommends that this designation be confirmed, because it is consistent with Eastlake's existing and desired character as a compact residential neighborhood with neighborhood-serving businesses, small to medium office uses and maritime activities.

The Seattle Comprehensive Plan describes five general characteristics that are required for designation as a residential urban village and relate to residential development, arterials and transit, retail services, pedestrian and bicycle connections, and open space. Eastlake’s consistency with these five characteristics is summarized below.

### **Residential Development**

Eastlake's low-scale residential development consists mostly of single-family houses (on land and water), ground-related and stacked apartments and condominiums, and houses converted to multiplexes—the mix of housing that is characteristic of residential urban villages. According to the Seattle Comprehensive Plan, Eastlake's current household (or unit) density is about 11.8 households per acre and is projected to be about 13.6 households per acre by the year 2014. This is within the range of densities—8 to 15 households per acre—established in the Seattle Comprehensive Plan for residential urban villages.

The Eastlake Neighborhood Plan also confirms the Seattle Comprehensive Plan’s growth target of 380 new households in the neighborhood by the year 2014. Much of this residential growth has already occurred, and the Eastlake Plan includes recommendations about how to distribute, monitor and possibly pace future residential growth (see especially Chapter IV, Community Design Element).

### **Arterials and Transit**

The Seattle Comprehensive Plan requires that residential urban villages be served by the city’s arterial network and direct transit service to at least one center or hub urban village.

Eastlake Avenue, a designated arterial, is the spine of the Eastlake neighborhood. Boylston Avenue and Lynn Street are also designated arterials. Many of the recommendations in the Eastlake Neighborhood Plan are intended to make Eastlake's arterials safer and more pedestrian-friendly.

Eastlake is also served by several transit routes that connect the neighborhood to Downtown and the University District. However, incremental changes to these transit routes have reduced the level of transit service in the neighborhood. Recommendations in the Eastlake Neighborhood Plan are intended to help rectify the decline in transit service (see especially Chapter VI, Transportation Element).

### **Retail Services**

Retail businesses that serve the neighborhood residential population are an important component of a residential urban village. Most of Eastlake's retail services are located along Eastlake Avenue, and consist of neighborhood-serving businesses but also unique specialty businesses that attract customers citywide.

One of the key strategies of the Eastlake Neighborhood Plan is to strengthen the neighborhood's retail commercial businesses by, among other things, concentrating the commercial areas, requiring more neighborhood-serving businesses in certain types of development projects, making the Eastlake Avenue streetscape more interesting and pleasant for pedestrians, and reducing the auto-orientation of the street and businesses (see recommendations in all planning element chapters of the Eastlake Plan).

Maritime businesses have also been an essential part of Eastlake since the early 1900s, and continue to serve the neighborhood as well as the greater Puget Sound region and beyond. The southern boundary extension recommended in the Eastlake Neighborhood Plan (described later in this Chapter) and other Plan recommendations are intended to nourish these businesses and to ensure their long-term presence in Eastlake.

### **Bicycle and Pedestrian Connections**

Non-motorized connections within and between urban villages, including to public amenities, are important characteristics of a residential urban village.

Eastlake has two designated bicycle routes along Fairview Avenue E. and Eastlake Avenue. The neighborhood also has many popular walking routes. However, some of these routes need to be enhanced for pedestrians, and connections between Eastlake and Roanoke Park/Capitol Hill, which were severed by the I-5 freeway, need to be restored. Numerous recommendations in the Eastlake Neighborhood Plan would enhance and expand the neighborhood bicycle and pedestrian connections (see especially Chapters IV, V, and VI on the Community Design, Open Space, and Transportation elements, respectively).

## Open Space

The Seattle Comprehensive Plan identifies public open space as a key component of a residential urban village.

Eastlake has a variety of public open spaces, including a play field, a newly-acquired park for natural habitat and a pea-patch, and several street-end shoreline parks. However, the amount of open space in Eastlake is far below the open space targets established in the Seattle Comprehensive Plan for a residential urban village of Eastlake's size. Recommendations in the Eastlake Neighborhood Plan seek to make the best of Eastlake's limited land resources by creatively enhancing and using public rights-of-way and other publicly owned, non-park lands for open space (see especially Chapters IV, V, and VIII on the Community Design, Open Space, and North Gateway elements, respectively).

## 2. Urban Village Boundary

The 1994 Seattle Comprehensive Plan designated the preliminary boundaries for each urban village. These boundaries become final in the absence of neighborhood planning. Neighborhoods that opt to develop a neighborhood plan have the opportunity to confirm their boundary or propose amendments to it.

The preliminary urban village boundary for Eastlake includes most of the properties that have been traditionally considered part of Eastlake. The preliminary boundary generally extends north to the University Bridge, west to Lake Union, east to I-5, and south to East Galer Street.

However, there are some notable omissions from the preliminary boundary of properties that have had long-time associations with Eastlake planning, land use, and recreational and cultural activities, and that are functionally integrated with the Eastlake neighborhood. These omitted properties include the following:

- . Residential buildings at the north end of Franklin Avenue, including the brick apartment buildings at 2919 and 2923 Franklin and one half of the L'Amourita building, are inexplicably outside the Eastlake boundary;
- . Terry Pettus Park at the foot of Newton Street is shown in the boundary of the South Lake Union village, which is proposed to be a "hub" urban village;
- . Shoreline maritime uses along Fairview Avenue E. and south of Newton, including NOAA, Lake Union Dry Dock, and Seattle Seaplane (formerly Chrysler Air), are shown in the South Lake Union boundary and not in Eastlake;
- Waterway No. 8 and the adjacent City-owned submerged lands are shown in the South Lake Union boundary and not in Eastlake; and
- . The Steam Plant/Hydro House (Zymogenetics) are shown in the South Lake Union boundary, and not in Eastlake.

## **Evaluation of Boundary Alternatives**

In response to these omissions from the Comprehensive Plan's preliminary boundary for the Eastlake residential urban village, and to requests from the public to look at these and other properties, the Community Design planning team and the Eastlake Tomorrow Steering Committee evaluated several alternative boundaries for community consideration.

The boundary alternatives were discussed at a September 17, 1997 public meeting held at NOAA, which is in the south Fairview maritime district that was omitted from the Eastlake boundary. Questionnaires seeking opinions about the boundary were hand distributed to every address in the southern boundary area and at other events.

Of the early boundary questionnaires that were distributed in 1997, 31 were returned and all supported extending the Comprehensive Plan-proposed boundary south to at least East Nelson Place. Twelve of the respondents were from within the southern area that had been omitted from the Eastlake urban village. Six of the respondents supported an extension that included properties around the Buffalo Building.

Subsequent to the September 17 public meeting, the Eastlake Tomorrow Steering Committee unanimously approved, on a preliminary basis, a southern boundary extension to East Nelson Place. A September 26 letter communicating this decision was sent to the South Lake Union planning committee, with copies to the affected property owners.

The April 1998 Options Guide also described the boundary issue and asked for feedback on the inclusion of two specific areas in the Eastlake boundary: Alternatives N-1 (the L'Amourita Block) and S-2 (the East Nelson Place boundary). 46 of 50 respondents supported including the L'Amourita block in Eastlake's boundary (31 additional people did not answer the question or indicated they had no opinion). 39 of 43 respondents supported extending Eastlake's southern boundary to East Nelson Place (38 additional people did not answer the question or indicated they had no opinion).

There was also strong support among Steering Committee members to extend Eastlake's boundaries, and the omission of the southern maritime district along Fairview Avenue E. from the Eastlake urban village was viewed as a significant problem in the Comprehensive Plan.

The Eastlake Neighborhood Plan thus recommends an extension of the urban village boundary in two places to include the full L'Amourita block and properties south to East Nelson Place. These and other boundary alternatives are briefly described and evaluated in the following sections.

**Alternative C: Comprehensive Plan Preliminary Boundary.** This boundary alternative is the preliminary boundary proposed for Eastlake in the Comprehensive Plan. It includes all properties south of the University Bridge, west of I-5, east of Lake Union and north of East Galer Street except the following: Terry Pettus Park; most of the L'Amourita block; and all of the shoreline properties between Newton and Galer (NOAA, Lake Union Dry Dock, and others).

Also not in the Comprehensive Plan's preliminary boundary were Seattle Seaplane (located south of Galer on property owned and leased by, and adjacent to, Lake Union Dry Dock), Waterway No. 8 and the City-owned submerged parcels, and the Steam Plant/Hydro House (Zymogenetics).

*Recommendation: No.* The Eastlake Neighborhood Plan does not recommend the Comprehensive Plan preliminary boundary for Eastlake because it omits properties that have had long-time associations with Eastlake planning, land use, recreational and cultural activities, and that are functionally-integrated with the Eastlake neighborhood. More detailed comments are provided in the discussion of other alternatives.

Alternative N-1 (North-1): **L'Amourita** Block Revision. This boundary alternative for the northeast part of Eastlake includes the full 2900 block of Franklin Avenue. Properties along this block--L'Amourita, and two brick buildings at 2919 and 2923 Franklin--would be within the Eastlake boundary.

Without this revision to the Comprehensive Plan, the L'Amourita property would be split in half by the Eastlake boundary, and the rest of its block would be excluded from Eastlake or other neighborhood planning. Because the I-5 freeway separates the L'Amourita block from north Capitol Hill, properties on this block are functionally integrated with and dependent on other properties and streets in Eastlake. The L'Amourita block is zoned for and developed with lowrise residential uses, consistent with other nearby Eastlake properties.

*Recommendation: Yes.* Include the L'Amourita properties in Eastlake's boundary.

Alternative S-1 (South-1): **Galer** Street Revision. This boundary alternative establishes the southern Eastlake boundary at Galer Street. It (Alternative S-1) includes in the Eastlake boundary all the shoreline properties north of Galer, such as Terry Pettus Park, NOAA, most of Lake Union Dry Dock, and most of the City-owned submerged lands that are northeast of Waterway No. 8.

Terry Pettus Park is a shoreline park established and built by the Eastlake community in the Newton Street-end. The Park is adjacent to floating home property that is in the Eastlake boundary. Initially called "Peoples' Park" because of its community beginnings, it is now named after an Eastlake floating homes resident who was active in social, political and floating homes issues. Except for its fiction as a public park, the Park has little functional or geographic relationship with the South Lake Union neighborhood.

The industrial shoreline properties included in this boundary revision are functionally integrated with the properties that are across the street (Fairview) and that are in the Comprehensive Plan's preliminary Eastlake boundary. The shoreline properties also have the same industrial zoning (General Industrial 1) and shoreline designations (Urban Maritime) as most of the properties across the street (Fairview). These shoreline properties form an important cluster of industrial, water-dependent maritime uses that complement Eastlake's other water-dependent, commercial uses that are located along the north part of Fairview Avenue E. and that are included in Eastlake's preliminary boundary. Unlike the situation in Eastlake, there are few or no uses of this type remaining along the South Lake Union shoreline, most of them having been displaced by restaurants and retail establishments. There is no industrial zoning of shoreline properties in the South Lake Union area, and all the properties that front on Fairview Avenue N., Valley and Westlake have commercial, not industrial, zoning.

This boundary revision would also include most (but not all) of the City-owned submerged lands that are northeast of Waterway No. 8. These submerged lands have been leased by Lake Union

Dry Dock since the 1940's and are integral to the operation of the Dry Dock as well as Seattle Seaplane.

Seattle Seaplane (located south of Galer on property owned and leased by, and adjacent to, Lake Union Dry Dock), Waterway No. 8, the City-owned submerged lands southwest of Waterway No. 8, and the Steam Plant/Hydro House (Zymogenetics) would not be included in this boundary revision. A small part of the submerged lands leased by Lake Union Dry Dock would also not be included in the Eastlake urban village.

The above properties have been part of Eastlake's planning, land use, recreational and cultural (art) activities in the past because they are regarded as important to Eastlake's identity and character, and are fictionally integrated with other properties in the Eastlake neighborhood.

*Recommendation: No.* There is strong support for including the above shoreline properties in the Eastlake boundary. However, the S-1 boundary revision is not recommended because it continues to exclude properties that are important and functionally related to Eastlake. If the boundary were located at Galer Street (as shown in S-1 ), it would split the City-owned submerged lands that are leased by Lake Union Dry Dock, and would sever Seattle Seaplane from the rest of the shoreline uses along Fairview Avenue E. The boundary would also omit Waterway No. 8, the submerged lands to the southeast of the Waterway, and the Steam Plant/Hydro House (Zymogenetics) from the Eastlake urban village.

Alternative S-2 (South-2): Fairview Trestle/Nelson Place Revision. The southern boundary of this alternative (S-2) would coincide with the southern edges of the City-owned submerged parcels and the Fairview Avenue N. trestle, the Steam Plant/Hydro House, and Nelson Place. All of Seattle Seaplane, Waterway No. 8 and the submerged lands on both sides of the Waterway, the Steam Plant/Hydro House (Zymogenetics) and properties located between Nelson and Galer streets would be included in the Eastlake urban village boundary, along with the properties identified in Alternative S-1 (such as Terry Pettus Park, NOAA, and Lake Union Dry Dock).

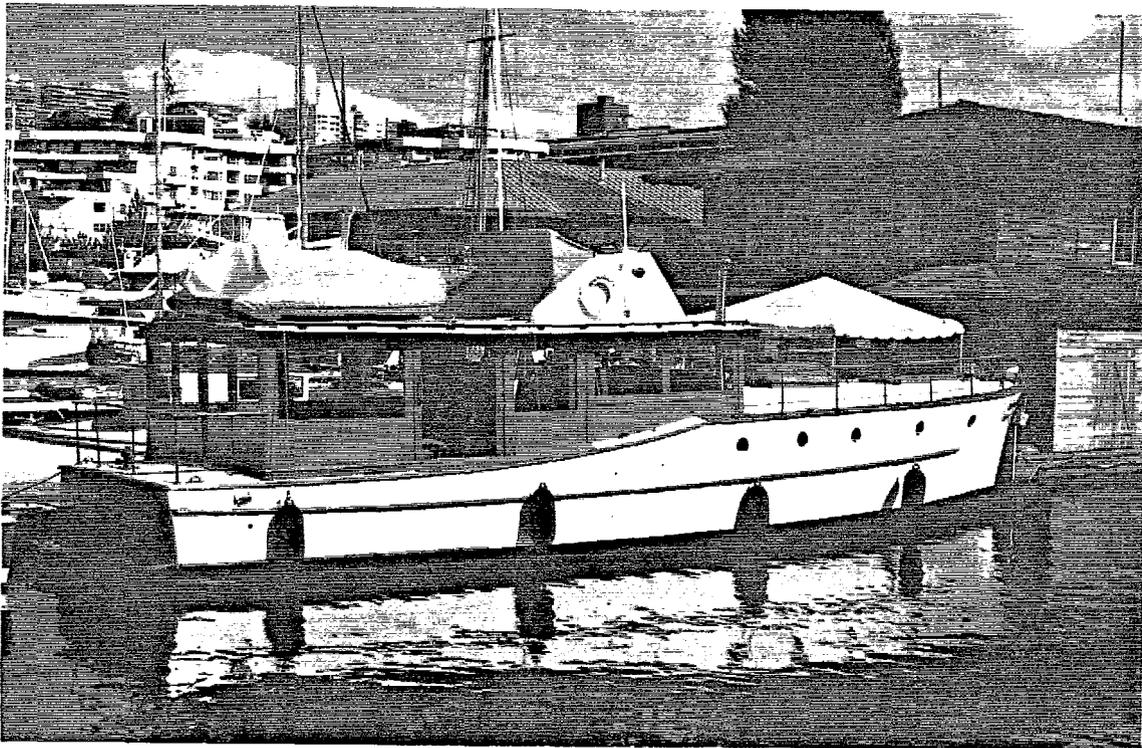
This boundary alternative includes all the properties that comprise the maritime uses and industrial zoning at the south end of Eastlake, and preserves them as one unit that can be addressed through various planning activities.

This boundary also includes all of Zymogenetics' properties and buildings, which consist of the Steam Plant/Hydro House and a recently completed facility on land that is east of the Steam Plant (across Eastlake Avenue) and north of Nelson Place. The Steam Plant/Hydro House has been the subject of Eastlake community activities related to historic preservation, land use and toxic clean-up since it was de-activated by Seattle City Light. The Eastlake community and Zymogenetics have also been cooperatively involved in numerous land use and cultural activities, including the installation of "Shear Draft" at the intersection of Eastlake and Fairview streets. This large sculpture stemmed from the 1992 Eastlake Tomorrow neighborhood planning process, was fabricated at Lake Union Dry Dock, and installed as Eastlake's south gateway. Eastlake is also currently working with the properties in the area to develop and implement street, parking and other improvements for Fairview Avenue E. and Fairview Avenue N.

No properties or uses are split by the S-2 boundary proposal, and the Waterway and City-owned submerged lands are included in the same village as the water-dependent uses that rely on them,

Additional properties located north of Zymogenetics' new building include a small professional office building and two multifamily buildings, all of which are consistent with Eastlake's small-scale commercial and residential character.

*Recommendation: Yes.* This recommendation received strong support from the community. The properties are appropriately part of the Eastlake urban village because they have been part of Eastlake's planning, land use, recreational and cultural activities, are important to Eastlake's character and identity, and are functionally integrated with other properties in the Eastlake neighborhood.



*This 45-foot "Lake Union Dream boat," moored at the 1998 Wooden Boat Show on South Lake Union, was built in 1930 by Lake Union Dry Dock and proudly represents the maritime industry that has long been a defining element of Eastlake's character. This was the last Dreamboat built by the Dry Dock.*

Alternative S-3 (South-3): Buffalo Building Revision. This boundary alternative (S-3) would include all of the properties described in Alternatives S-1 and S-2, but would extend the Eastlake boundary further south along Eastlake Avenue to include a cluster of small office buildings (including the historic Buffalo Building) and residences opposite and east of the new Silver Cloud Inn.

This alternative is provided as a result of earlier land use discussions with property owners and businesses in the cluster, during which concerns were expressed about the viability and compatibility of these smaller uses and properties in the “shadow” of the Fred Hutchinson Cancer Research Center and other, larger South Lake Union development. Although more geographically removed from the Eastlake neighborhood than the other properties proposed for inclusion in Eastlake’s urban village boundary, the uses and zoning are of a type and scale that are consistent with Eastlake’s business and residential character. However, these properties are not recommended to be in the Eastlake boundary at this time because their fictional relationship to the neighborhood is marginal, and the properties have not been traditionally associated with Eastlake's character or identity. This recommendation could be revisited if requested by area property owners, residents or businesses.

*Recommendation: No.* Do not include in Eastlake boundary at this time but revisit recommendation if support from the affected area.

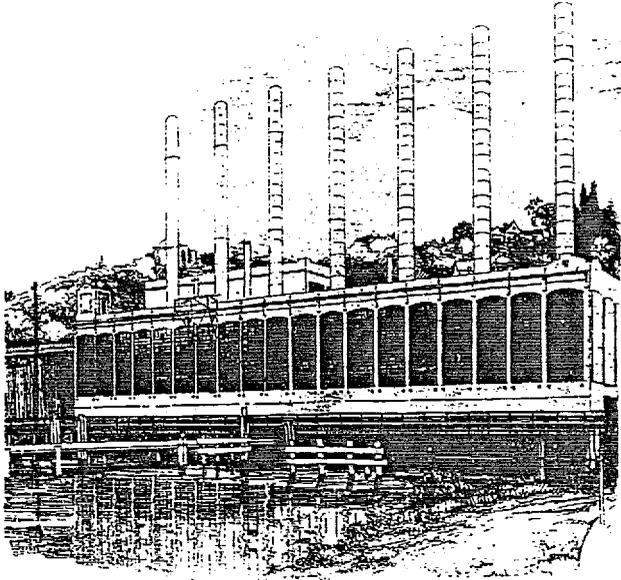
#### **4. Urban Village Recommendations**

Based on the information and analysis in the preceding sections of this chapter, the following recommendations are proposed for City Council adoption concurrent with its action on the Eastlake Neighborhood Plan.

UV-1 Confirm the Comprehensive Plan designation of and growth targets for Eastlake as a residential urban village. [Near-term; individually key]

UV-2 Adopt the boundary for the Eastlake residential urban village shown on Figure III. 1. This boundary includes all properties shown within the Comprehensive Plan’s preliminary boundary for Eastlake, and adds the following general areas:

1. To the northeast, add the entire 2900 block of Franklin Avenue East, including the L’Amourita residential cooperative and the two brick buildings at 2919 and 2923 Franklin; the triangular North Gateway site, and portions of the I-5 right-of-way [Near-term; individually key];
2. To the south, add properties that are north of the southern edges of the City-owned submerged lands, the Fairview Avenue N. trestle, Zymogenetics’ Hydro House, and East Nelson Place. Added properties include Terry Pettus Park, NOAA, Lake Union Dry Dock, Seattle Seaplane, Waterway No. 8 and adjacent City-owned submerged lands, Zymogenetics’ Steam Plant/Hydro House, and properties located between Nelson and Galer streets. [Near-term; individually key]



*The Lake Union Steam Plant, with its original seven stacks, prior to Zymogenetics' modifications*

Residential Urban **Village Boundary**

UNIVERSITY DISTRICT

--- Neighborhood-Proposed  
Urban Village Boundary

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Proposed in Comprehensive Plan

LAKE UNION

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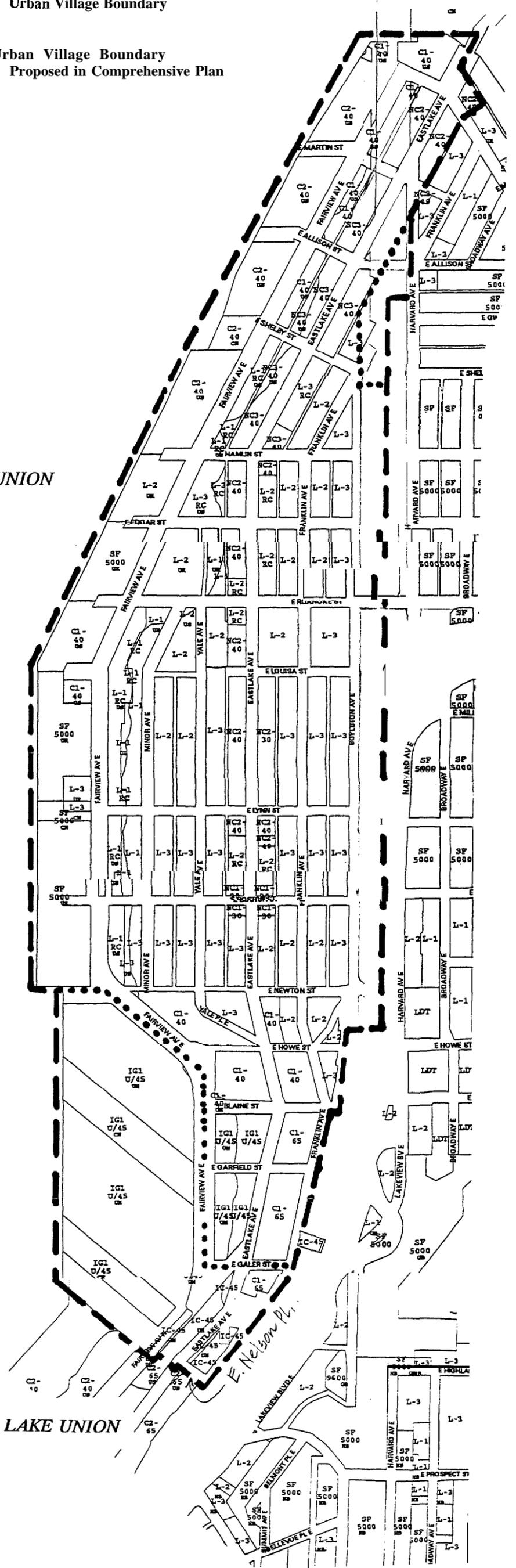


Figure 111.1

**URBAN VILLAGE BOUNDARY**